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ABSTRACT

At the request of Congress, the U.S. General Accounting Office (GAO) examined federally funded early childhood programs to determine: (1) the total number of programs in fiscal years (FY) 1992 and 1993 providing education or child care to children from birth through age 5; (2) the 1992 budget authority for key programs; (3) the number of children served by these programs in FY 1992; (4) eligibility criteria for the programs in 1992; and (5) differences in services across key programs. A review of the Catalog of Federal Domestic Assistance, previous GAO studies, and surveys of program officials revealed 93 programs in 11 federal agencies and 20 offices; 34 of these were identified as "key," wherein early care or education was central to their mission. In FY 1992, 22 of the key programs were allocated more that 3.5 billion dollars. About 2 million children below age 5 received services from 18 of the key programs. Currently, the existing 93 early care and education programs are not operating in an integrated system. Some services are duplicated among the programs, creating an overlap, while others may fall short, creating gaps in services. These situations occur because the individual programs are designed independently and for differing overall purposes; some are more comprehensive, more costly, better funded, or provide more services or services of greater depth than others. Services actually received vary in depth between programs, and the fixed eligibility cutoffs for the programs can lead to disruption of services from even slight changes in an individual child's family status. Guidelines and service criteria varied among the programs as well. Some had explicit requirements to provide certain services at a given level, others were to provide some from among a range of services at an unspecified level. (ET)

United States General Accounting Office

GAO

Fact Sheet for the Chairman, Subcommittee on Labor, Health and Human Services, Education, and Related Agencies, Committee on Appropriations, U.S. Senate

October 1994

EARLY CHILDHOOD PROGRAMS

Multiple Programs and Overlapping Target Groups

ED 380 186

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GAO

United States
General Accounting Office
Washington, D.C. 20548

Health, Education, and
Human Services Division

B-256215

October 31, 1994

The Honorable Tom Harkin
Chairman, Subcommittee on Labor, Health
and Human Services, Education,
and Related Agencies
Committee on Appropriations
United States Senate

Dear Mr. Chairman:

In recent years, the Congress has recognized the importance of providing preschool programs for disadvantaged children and child care for low-income families to help them attain self-sufficiency. For example, in light of National Education Goal One—which states that by the year 2000 all disadvantaged children will enter school ready to learn—the Congress has consistently increased the budget for the Head Start program in recent years. In addition, the Congress has also created four new child care programs for low-income families since 1988.[1] These preschool and child care programs target children at similar ages, and some may provide similar services. At the same time, these federally funded programs are often designed for different purposes, and some programs may be more comprehensive or costly than others. Currently, federally funded child care and preschool programs are not operating in an integrated system.

Previous GAO work in other areas indicates that a patchwork of programs may not provide the most efficient use of resources or provide individuals with needed services.[2] In light of our previous work, you requested that we provide you with information on early childhood programs—that is, preschool and child care programs for children from birth through the age of 5. Specifically, you were interested in (1) the total number of federally funded early childhood programs (excluding Department of Defense programs and tax credits) providing education or child care to children; (2) the budget authority for key programs—that is, early childhood programs for which early childhood education or child care is key to the mission of the program; (3) the number of children served by these key

[1]These four programs are (1) Aid to Families with Dependent Children (AFDC)/Job Opportunities and Basic Skills (JOBS) Child Care, (2) AFDC Transitional Child Care, (3) At-Risk Child Care, and (4) the Child Care and Development Block Grant.

[2]Multiple Employment Programs: National Employment Training Strategy Needed (GAO/T-HRD-93-27, June 18, 1993), Multiple Employment Training Programs: Conflicting Requirements Hamper Delivery of Services (GAO/HEHS-94-78, Jan. 28, 1994), and Multiple Employment Training Programs: Most Federal Agencies Do Not Know If Their Programs Are Working Effectively (GAO/HEHS-94-88, Mar. 2, 1994).

programs; (4) the eligibility criteria for the key programs; and (5) differences in services across key programs.

To address your request, we reviewed the Catalog of Federal Domestic Assistance, reviewed previous GAO studies of multiple programs, and surveyed program officials from key programs. We did this analysis to provide you with information to assist in determining the level of federal funding for each of the early childhood education and child care programs in light of caps on discretionary spending.

In summary, we found that in federal fiscal years 1992 and 1993, the federal government funded over 90 early childhood programs in 11 federal agencies and 20 offices. Of these programs, 34 were key programs. These key programs provided services to at least 2 million children below age 5 and spent at least $3.66 billion in federal fiscal year 1992.[3] However, data are limited on the exact number of children served and the dollars spent on children below age 5. Although these programs have some similarities, they may target different populations, use different eligibility criteria, and provide a different mix of services to children and their families.

Over 90 Early Childhood Programs Funded

In fiscal years 1992 and 1993, over 90 early childhood programs in 11 federal agencies and 20 offices were funded by the federal government (see section 1). For example, the Department of Education had six offices that funded childhood programs, and the Department of Health and Human Services (HHS) had two offices that funded such programs.

Of the programs identified, we defined 34 as "key"—that is, education or child care were key to the mission of the program. Examples of key programs are HHS' Head Start program, which provides education and developmental services to young children, and the Department of Education's Chapter 1 program, which provides preschool education to young children.

The remaining programs either allowed early childhood activities to be funded as one of many activities or supported the provision of early childhood activities. An example of a program that allowed early childhood activities is HHS' Community Services Block Grant. In this program, grantees could have used funds to provide early childhood activities, but these activities were not funded through a separate line

[3]You requested that we provide data on numbers of children served and budget authority for federal fiscal year 1992.

item. Further, early childhood activities were not key to the mission of this program. An example of a program that supported the provision of early childhood education or child care is HHS' Child Development Associate Scholarship program, which provides funding for the training of early childhood teachers.

At Least $3.66 Billion Authorized for Key Early Childhood Programs

In federal fiscal year 1992, the 22 key programs that could provide data on dollars targeted to children from birth through the age of 5 had budget authority of $3.66 billion. The remaining key programs were unable to provide data on children from birth through the age of 5. However, these programs had total budget authority of $3.71 billion for children of all ages, some of whom were birth through the age of 5. (See section 2.)

Key Early Childhood Programs Provided Services for at Least 2 Million Children

The 18 key early childhood programs that were able to provide data on the number of children served from birth through age 5 reported a combined total of 2 million children served in fiscal year 1992. The remaining key programs were unable to provide data specifically on children from birth through age 5. However, eight of these programs provided services to over 900,000 children of all ages. The total number of children served by these programs may be overestimated because some programs may have provided services to the same children. For example, a 3-year-old with a disability may receive services under the Department of Education's Special Education—Preschool Grants (Section 619) as well as under Special Education—Grants to States (Part B).

Multiple Programs Target Disadvantaged Children

Of the key programs we identified, 13 targeted economically disadvantaged children from birth through age 5. As a result, one disadvantaged child could potentially have been eligible for as many as 13 programs (see section 4 and fig. 1).[4] However, many programs reported serving only a portion of their target population and maintaining long waiting lists. Further, in 1990 (the most recent year for which comprehensive data were available) most disadvantaged preschool-aged children did not participate in any type of preschool program.[5]

[4]Some of these programs have additional criteria. For example, Even Start—Indian Tribes and Tribal Organizations requires that the child be Native American.

[5]See Poor Preschool-Aged Children: Numbers Increase but Most Not in Preschool (GAO/HRD-93-111BR, July 21, 1993).

Figure 1: One Disadvantaged Child Eligible for Many Programs

Child
Even Start
In Chapter 1 Attendance Area
Even Start Indian Tribes
In Chapter 1 Attendance Area
Even Start Migrant Education
Below Poverty
Comprehensive Child Development Centers
Below Poverty
Head Start HUD
In Public Housing
Head Start
Below Poverty or In AFDC family
Follow Through
Participated in Head Start or In Chapter 1 Attendance Area
Chapter 1
In Chapter 1 Attendance Area
AFDC Transitional Child Care
In Former AFDC Family With Working Parent
AFDC/JOBS Child Care/In
AFDC Family With Parents Working or In Training
Family Resource and Support
Low Income (States Define)
CCDBG
Below 75% of Median State Income
At-Risk Child Care
Child of Working Parents (States Define)

The current "system" of multiple categorical programs with firm eligibility cutoffs may lead to disruptions in services from even slight changes in the child's family status.[6] For example, a child who lived in a family of four

[6]See Child Care: Working Poor and Welfare Recipients Face Service Gaps (GAO/HEHS-94-87, May 13, 1994).

with an annual income of $14,335 at the beginning of the year[7] might be eligible for many of the programs; however, if the family moved or if family income or work status changed slightly, the child might not continue to be eligible for any of the programs.

Similar Services Provided for Many Key Early Childhood Programs

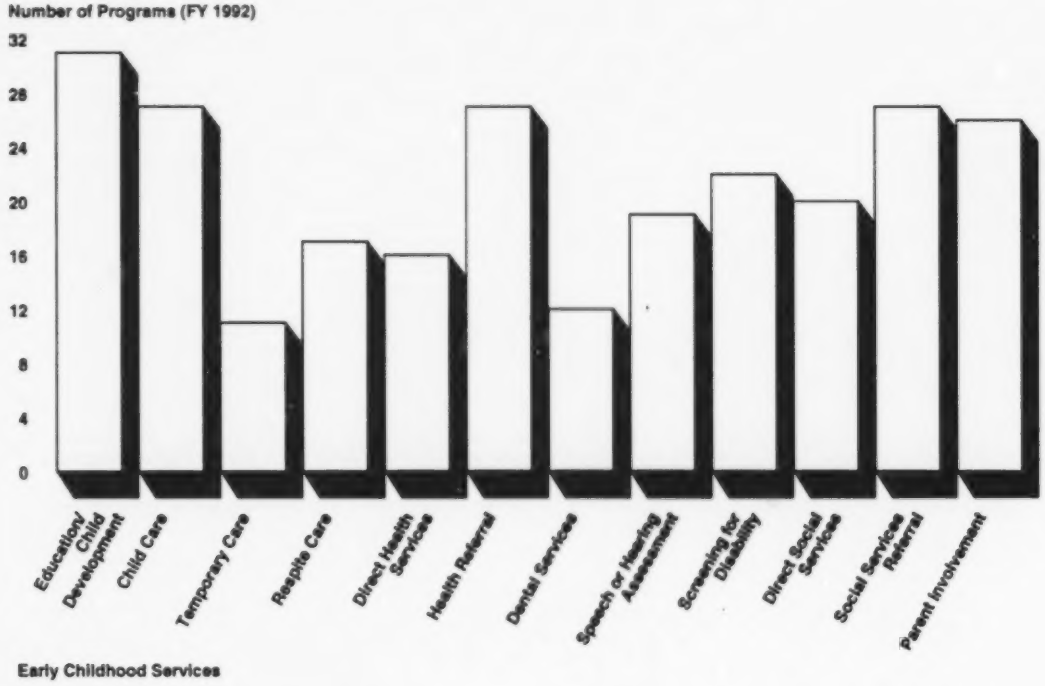
In fiscal year 1992, 31[8] of the 34 key early childhood programs provided education/child development for young children, and 27 of the 34 provided child care, health referral, and social services referral.[9] However, fewer programs provided temporary care, dental services, and direct health services. (See section 5 and fig. 2.)

[7]The Office of Management and Budget defines poverty as families of four with an annual income below $14,335. Many programs use this as an eligibility cutoff. This annual income would also place a child below 75 percent of the median state income in some states.

[8]The Family Resource and Support Program did not exist until federal fiscal year 1993. For this program, data are provided for federal fiscal year 1992.

[9]Information on the services provided by these programs was obtained from program officers in response to a GAO questionnaire asking program officers about categories of services. Program officers indicated that variability exists within these categories.

Figure 2: Services Provided by Key Programs



Key Programs Differed in Comprehensiveness of Services

Key early childhood programs varied in the comprehensiveness of the services they provided. While 8 programs provided 11 or more early childhood services, 6 programs provided 3 or fewer early childhood services. Head Start, the Comprehensive Child Development Centers, the Even Start Family Literacy Program, and Even Start—Indian Tribes and Tribal Organizations each provided or funded 11 or more services. By contrast, programs such as AFDC/JOBS Child Care, the Child Care and Development Block Grant, and AFDC Transitional Child Care each funded three or fewer early childhood services, according to the data available for these programs.[10] (See section 5.)

We did not request written agency comments on this fact sheet. We did, however, discuss the draft with agency officials, who generally agreed

[10]These programs did not collect data on all services provided.

with the way in which we characterized the data. They provided technical comments on the data, which we have incorporated as appropriate.

We will send copies of this fact sheet to agency officials and to other interested parties. We will also make copies available to others on request. If you have any questions about this fact sheet, please call me on (202) 512-7014. Major contributors are listed in appendix II.

Sincerely yours,

Linda G. Morra
Director, Education and
Employment Issues

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Abbreviations

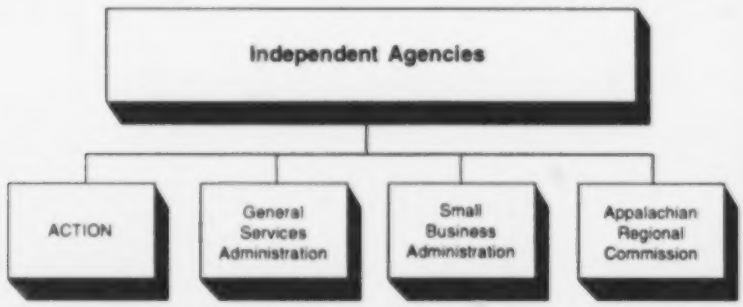
AFDC	Aid to Families with Dependent Children
CFDA	Catalog of Federal Domestic Assistance
ESEA	Elementary and Secondary Education Act
FFY	federal fiscal year
HHS	Department of Health and Human Services
HUD	Department of Housing and Urban Development
JOBS	Job Opportunities and Basic Skills
OMB	Office of Management and Budget

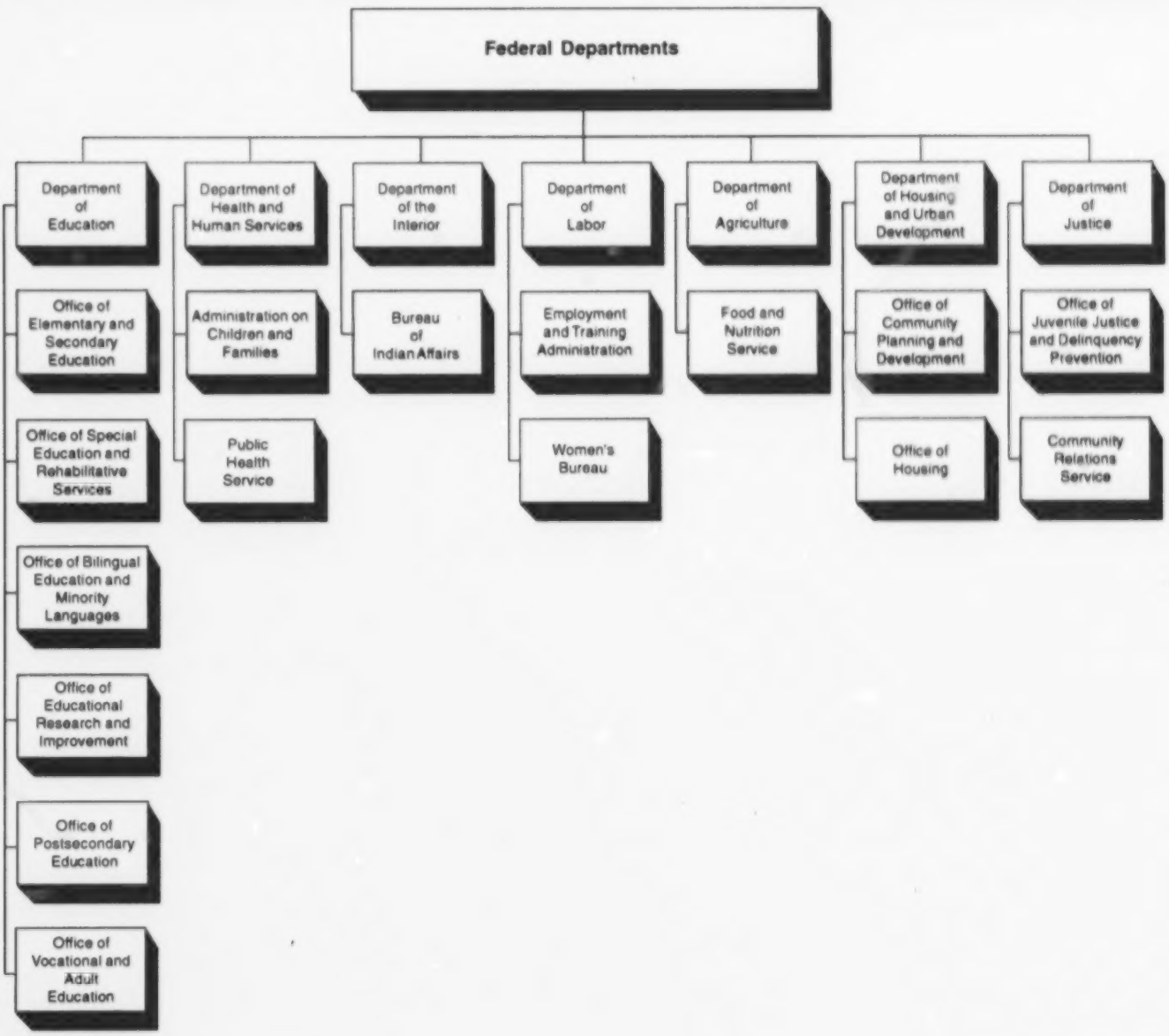
Over 90 Early Childhood Programs Exist in 11 Federal Agencies

From our review of the Catalog of Federal Domestic Assistance,[11] our review of the literature, and our discussions with agency officials, we identified 93 federal programs that provided some type of early childhood education or child care assistance (see fig. 1.1). Our definition of "programs" includes those that provide grants, scholarships, agency child care activities, and preschool programs. Of the 93 programs, we defined 34 (identified with an asterisk) as "key." Where applicable, we include the common name of the program. We also include, where applicable, an identification number for programs listed in the Catalog of Federal Domestic Assistance, which describes all domestic assistance programs. For additional detailed information on the objectives, types of assistance, uses and restrictions, examples of applicant eligibility, and examples of beneficiary eligibility for all programs, see the catalog.

[11]Executive Office of the President, Office of Management and Budget (Washington, D.C.: Dec. 1993).

Figure 1.1: Agencies That Provide Early Childhood Education/Child Care Programs




Federal Departments
Department of Education
Office of Elementary and Secondary Education
Office of Special Education and Rehabilitative Services
Office of Bilingual Education and Minority Languages
Office of Educational Research and Improvement
Office of Postsecondary Education
Office of Vocational and Adult Education
Department of Health and Human Services
Administration on Children and Families
Public Health Service
Department of the Interior
Bureau of Indian Affairs
Department of Labor
Employment and Training Administration
Women's Bureau
Department of Agriculture
Food and Nutrition Service
Department of Housing and Urban Development
Office of Community Planning and Development
Office of Housing
Department of Justice
Office of Juvenile Justice and Delinquency Prevention
Community Relations Service

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Action

1. VISTA (72.003)

Total: 1 program

Department of Agriculture

1. Child and Adult Care Food Program (10.558)

2. Food Distribution (Food Donation Program) (10.550)

3. Food Stamps (10.551)

4. Special Milk Program for Children (10.556)

5. State Administrative Expenses for Child Nutrition (10.560)

6. Summer Food Service Program for Children (10.559)

Total: 6 programs

Appalachian Regional Commission

1. Appalachian Child Development* (23.013)

Total: 1 program

Department of Education

1. Bilingual Education* (84.003)

2. Children and Youth with Serious Emotional Disturbance (84.237)

3. Early Education for Children with Disabilities (84.024)

4. Education of Handicapped Children in State-Operated or -Supported Schools* (Chapter 1, ESEA[12] Handicapped) (84.009)

5. Education for Homeless Children and Youth—Grants for State and Local Activities* (84.196)

6. Educational Research and Development (84.117)

7. Even Start—Indian Tribes and Tribal Organizations* (84.258)

[12]Elementary and Secondary Education Act.

8. Even Start—Migrant Education* (84.214)

9. Even Start—State Educational Agencies* (Even Start Family Literacy) (84.213)

10. Federal Pell Grant Program (84.063)

11. Federal Perkins Loan Program (formerly National Direct Student Loans) (84.038)

12. Federal Family Education Loans (formerly Guaranteed Student Loans) (84.032)

13. Federal, State, and Local Partnerships for Educational Improvement* (Chapter 2, State Block Grants) (84.151)

14. Federal Supplemental Educational Opportunity Grants (84.007)

15. Federal Work-Study Program (84.033)

16. First Family School Partnership (84.212)

17. Follow Through* (84.014)

18. Grants to States for State Students' Incentives (84.069)

19. Migrant Education—Basic State Formula Grant Program* (84.011)

20. National Workplace Literacy Program (84.198)

21. Native Hawaiian Family-Based Education Centers* (84.209)

22. Native Hawaiian Special Education* (84.221)

23. Rehabilitation Services—American Indians with Disabilities (84.250)

24. School Dropout Demonstration Assistance (Dropout Prevention Program) (84.201)

25. Services for Children with Deaf-Blindness* (Services for Deaf-Blind Children and Youth) (84.025)

26. Special Education—Innovation and Development (Research and Demonstration Projects in Education for the Disabled) (84.023)

27. Special Education—Infants and Toddlers* (Part H Special Education) (Not in catalog; identified by Department)

28. Special Education—State Grants* (Part B Special Education) (84.027)

29. Special Education—Preschool Grants* (Section 619 Special Education) (84.173)

30. Special Education—Regional Resource and Federal Centers (84.028)

31. Special Education—Severely Disabled Program (Program for Children with Severe Disabilities) (84.086)

32. State Program Improvement Grants* (Chapter 1) (84.218)

33. Training in Early Childhood Education and Violence Counseling (84.266)

34. Vocational Education—Basic Grants to States (84.048)

Total: 34 programs

General Services Administration

1. Donation of Federal Surplus Personal Property (39.003)

Total: 1 program

Department of Health and Human Services

1. Abandoned Infants* (93.551)

2. Adoption Opportunities (93.652)

3. Child Abuse and Neglect Discretionary Activities (93.670)

4. Child Abuse and Neglect State Grants* (93.669)

5. Child Abuse and Neglect State Prevention Grants* (93.672)

6. Child Care for Families At Risk of Welfare Dependency* (At-Risk Child Care) (93.574)

7. Child Development Associate Scholarships (93.614)

8. Child Welfare Research and Demonstration (93.608)

9. Child Welfare Services Training Grants (93.648)

10. Child Welfare Services—State Grants (93.645)

11. Community Services Block Grant—Discretionary Awards (93.570)

12. Comprehensive Child Development Centers* (93.666)

13. Comprehensive Residential Drug Prevention and Treatment Projects for Substance-Using Women and Their Children* (Comprehensive Residential Drug Treatment Projects) (93.937)

14. Emergency Community Services for the Homeless (93.572)

15. Emergency Protection Grants—Substance Abuse* (93.554)

16. Family Resource and Support Program* (93.580)

17. Family Support Payments to States—Assistance Payments* (AFDC[13] Transitional Child Care) (93.560)

18. Family Violence Prevention and Services (93.671)

19. Grants to States for Planning and Development of Dependent Care Programs (Dependent Care Planning and Development) (93.673)

20. Head Start* (93.600)

21. Head Start-HUD*[14] (not in catalog; identified by Department)

22. Homeless Families Support Services Demonstration Program (Family Support Centers) (93.578)

[13]Aid to Families with Dependent Children.

[14]Department of Housing and Urban Development.

23. Job Opportunities and Basic Skills Training* (AFDC/JOBS[15] Child Care) (93.561)

24. Payments to States for Child Care Assistance* (Child Care and Development Block Grant) (93.575)

25. Refugee and Entrant Assistance—State-Administered Programs (93.566)

26. Refugee and Entrant Assistance—Discretionary Grants (93.576)

27. Social Services Block Grant* (Title XX) (93.667)

28. Temporary Child Care and Crisis Nurseries* (93.656)

Total: 28 programs

Department of Housing and Urban Development

1. Community Development Block Grants/Entitlement Grants (14.218)

2. Community Development Block Grants/Small Cities Program (14.219)

3. Emergency Shelter Grants Program (14.231)

4. Lower Income Housing Assistance Program (Section 8 New Construction/Substantial Rehabilitation) (14.182)

5. Supplemental Assistance for Facilities to Assist the Homeless (McKinney Act) (14.236)

6. Supportive Housing Program (Transitional Housing) (14.235)

Total: 6 programs

Department of the Interior

1. Indian Child Welfare Act—Title II Grants (15.144)

2. Indian Education—Assistance to Schools (15.130)

3. Indian Social Services—Child Welfare Assistance (15.103)

[15]Job Opportunities and Basic Skills.

4. Family and Child Education* (FACE) (not in catalog; identified by Department)

Total: 4 programs

Department of Justice

1. Cuban and Haitian Entrant Resettlement Program (16.201)

2. Part D—Juvenile Gangs and Drug Abuse and Drug Trafficking (16.544)

Total: 2 programs

Department of Labor

1. Employment and Training Assistance—Dislocated Workers (17.246)

2. Job Corps* (Not in Catalog)

3. Job Training Partnership Act (JTPA) (17.250)

4. Migrant and Seasonal Farmworkers (17.247)

5. Native American Employment and Training Programs (17.251)

6. Senior Community Service Employment Program (Older Worker Program) (17.235)

7. Women's Special Employment Assistance (Women's Bureau) (17.700)

Total: 7 programs

Small Business Administration

1. Business Development Assistance to Small Business (59.005)

2. Small Business Investment Companies (59.011)

3. Small Business Loans (59.012)

Total: 3 programs

Grand total: 93 programs

Key Early Childhood Programs' Federal Fiscal Year 1992 Budgets

This section lists federal fiscal year (FFY) 1992 budget data, sorted from smallest to largest, for key programs. Table 2.1 reflects agency responses to our questionnaire.

Table 2.1: Early Childhood Programs' FFY 1992 Budgets

Program name	Early childhood budget, FFY 1992	Total budget, FFY 1992	Early childhood ratio to total budget (percent)
Chapter 1, ESEA Handicapped	[a]	[a]	[a]
Family Resource and Support	[b]	[b]	[b]
Even Start—Indian Tribes and Tribal Organizations	[c]	$1,050,000	[c]
Child Abuse and Neglect State Prevention Grants	[c]	5,367,000	[c]
Emergency Protection Grants—Substance Abuse	[c]	19,518,000	[c]
Child Abuse and Neglect State Grants	[c]	20,000,000	[c]
Education for Homeless Children and Youth	[c]	25,000,000	[c]
Even Start Family Literacy	[c]	70,000,000	[c]
At-Risk Child Care	[c]	332,285,348	[c]
AFDC Transitional Child Care	[c]	78,182,054	[c]
AFDC/JOBS Child Care	[c]	359,796,765	[c]
Title XX	[c]	2,800,000,000	[c]
Subtotal for programs that cannot break out early childhood budget	[d]	**$3,711,199,167**	[d]
Native Hawaiian Special Education	$10,000	450,000	2.22
Migrant Education—Basic State Formula Grant	270,279	308,298,000	0
Services for Children with Deaf-Blindness	600,000	13,000,000	4.62
Appalachian Child Development	752,563	38,700,000	1.94
Native Hawaiian Family Based Education Centers	800,000	2,800,000	28.57
Job Corps	856,298	919,533,000	0.09
Abandoned Infants	1,333,333	12,557,000	10.62
Even Start—Migrant Education	2,000,000	2,673,690	74.80
Chapter 2, State Block Grants	2,620,000	435,000,000	0.60
Family and Child Education	2,985,898	420,400,000	0.71
Comprehensive Residential Drug Treatment Projects	3,500,000	10,300,000	33.98
Head Start—HUD	4,000,000	10,000,000	40.00
Follow Through	5,500,000	8,600,000	63.95
Bilingual Education	8,100,000	225,407,000	3.59
Temporary Child Care and Crisis Nurseries	10,987,000	11,055,000	99.38
Comprehensive Child Development Centers	20,000,000	46,800,000	42.74
Special Education—State Grants (Part B)	159,342,000	1,854,185,895	8.59
Special Education—Infants and Toddlers (Part H)	175,000,000	175,000,000	100.00

(continued)

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Program name	Early childhood budget, FFY 1992	Total budget, FFY 1992	Early childhood ratio to total budget (percent)
Child Care and Development Block Grant	200,000,000	731,900,000[d]	27.33
Special Education—Preschool Grants (Section 619)	320,000,000	320,000,000	100.00
Chapter 1	537,972,848	6,134,240,000	8.77
Head Start	2,201,800,000	2,201,800,000	100.00
Total	**$3,658,430,219**	**$17,593,898,752**	[d]

Note: Data are estimates provided by agency personnel in response to a GAO survey.

[a]Did not respond to GAO questionnaire.

[b]Program did not exist in FFY 1992.

[c]Data not provided either because data were not available for FFY 1992 or because program did not collect such data.

[d]Not applicable.

[e]FFY 1991 funds authorized to be spent over 2 years.

Number of Children Served, Federal Fiscal Year 1992

This section lists the number of children served by key federal programs, sorted from smallest to largest number served, in federal fiscal year 1992. Table 3.1 reflects agency responses to our questionnaire.

Table 3.1: Number of Children Served in FFY 1992

Program name	Number of children aged 0-5 served in FFY 1992	Number of other ages served in FFY 1992
Chapter 1, ESEA Handicapped	[a]	[a]
Family Resource and Support	[b]	[b]
Child Abuse and Neglect State Grants	[c]	[c]
Child Abuse and Neglect State Prevention Grants	[c]	[c]
Education for Homeless Children and Youth	[c]	[c]
Emergency Protection Grants—Substance Abuse	[c]	[c]
Even Start—Indian Tribes and Tribal Organizations[d]	[c]	[c]
Title XX	[c]	[c]
Family and Child Education	[c]	1,000
Head Start—HUD[e]	[c]	2,630
Temporary Child Care and Crisis Nurseries[f]	[c]	10,000
Follow Through[g]	[c]	20,000
AFDC Transitional Child Care[h]	[c]	63,667
AFDC/JOBS Child Care[h]	[c]	261,875
At-Risk Child Care[h]	[c]	126,761
Chapter 1[i]	[c]	485,000
Native Hawaiian Special Education	30	[k]
Job Corps	300	[k]
Comprehensive Residential Drug Treatment Projects[j]	375	[k]
Appalachian Child Development	425	[k]
Abandoned Infants	1,200	[k]
Even Start—Migrant Education	1,495	[k]
Services for Children with Deaf-Blindness	1,890	[k]
Bilingual Education	5,000	[k]
Native Hawaiian Family Based Education Centers	6,000	[k]
Comprehensive Child Development Centers	7,500	[k]
Even Start Family Literacy	11,000	[k]
Migrant Education—Basic State Formula Grant Program	46,615	[k]
Chapter 2, State Block Grants	82,807	[k]
Special Education—Infants and Toddlers (Part H)	171,000	[k]
Child Care and Development Block Grant	300,000	[k]
Special Education—Preschool Grants (Section 619)	398,355	[k]

(continued)

Program name	Number of children aged 0-5 served in FFY 1992	Number of other ages served in FFY 1992
Special Education—State Grants (Part B)	398,355	[k]
Head Start	621,078	[k]
Total	**2,053,425**	**970,933**

Note: Data are estimates provided by agency personnel in response to a GAO questionnaire.

[a]Program did not respond to GAO questionnaire.

[b]Program did not exist in 1992.

[c]Program officers were not able to provide data either because data were not yet available for fiscal year 1992 or because program did not collect such data.

[d]Number of children served by this program included in total number of children served by the Even Start Family Literacy Program.

[e]Number of children from birth through age 7 served.

[f]Data provided on number of families who received services under this program.

[g]Includes children aged 5 through 8.

[h]Includes children from birth through age 19, average number served per month.

[i]Data on children in pre-kindergarten and kindergarten programs.

[j]Includes children from birth through age 10 attending preschool in residential treatment centers.

[k]Data neither requested nor provided by programs able to report number of children served from birth through age 5 separately.

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Target Populations of Federal Early Childhood Programs

This section lists target populations for key programs and definitions of "economically disadvantaged." Tables 4.1 and 4.2 reflect agency responses to our questionnaire as well as our analysis of data from the Catalog of Federal Domestic Assistance.

Table 4.1: Target Populations

Program name	Target populations
Abandoned Infants	Abused/neglected or at risk
Child Abuse and Neglect State Prevention Grants	Abused/neglected or at risk
Child Abuse and Neglect State Grants	Abused/neglected or at risk
Emergency Protection Grants—Substance Abuse	Abused/neglected or at risk
Comprehensive Residential Drug Treatment Projects	Abused/neglected or at risk
Temporary Child Care and Crisis Nurseries	Abused/neglected or at risk
Appalachian Child Development	Appalachian
Chapter 2, State Block Grants	At risk of school failure
Job Corps	Child of parent in Job Corps
Chapter 1, ESEA Handicapped	Developmentally delayed or at risk
Early Intervention Program—Part H Special Education	Developmentally delayed or at risk
Special Education—Grants to States (Part B)	Developmentally delayed or at risk
Special Education—Preschool Grants (Section 619)	Developmentally delayed or at risk
Services for Children with Deaf-Blindness	Developmentally delayed or at risk—deaf-blind
AFDC/JOBS Child Care	Economically disadvantaged
AFDC Transitional Child Care	Economically disadvantaged
At-Risk Child Care	Economically disadvantaged
Chapter 1	Economically disadvantaged
Child Care and Development Block Grant	Economically disadvantaged
Comprehensive Child Development Centers	Economically disadvantaged
Even Start Family Literacy	Economically disadvantaged
Even Start—Indian Tribes and Tribal Organizations	Economically disadvantaged/Indian
Even Start—Migrant Education	Economically disadvantaged/migrant
Family Resource and Support	Economically disadvantaged
Follow Through	Economically disadvantaged
Head Start	Economically disadvantaged
Head Start—HUD	Economically disadvantaged

(continued)

Program name	Target populations
Education for Homeless Children and Youth	Homeless
Bilingual Education	Limited English proficiency
Migrant Education—Basic State Formula Grant Program	Migrant
Family and Child Education	Native American
Native Hawaiian Family-Based Education Centers	Native Hawaiian
Native Hawaiian Special Education	Native Hawaiian/Developmentally delayed or at risk
Title XX	States define

Table 4.2: Definitions of "Economically Disadvantaged"

Program name	How program defines economically disadvantaged
At-Risk Child Care	States define; child of working parents
AFDC/JOBS Child Care	Child in AFDC family whose parent is working or attending approved training
AFDC Transitional Child Care	Child living with working former AFDC parent
Chapter 1	Child living in Chapter 1 attendance area
Child Care and Development Block Grant	Child living in family with income below 75 percent of median state income
Comprehensive Child Development Centers	Child living in poverty
Even Start Family Literacy	Child living in Chapter 1 attendance area
Even Start—Indian Tribes and Tribal Organizations	Child living in Chapter 1 attendance area
Even Start—Migrant Education	Child living in poverty
Family Resource and Support	States define
Follow Through	Child who participated in Head Start or who lives in Chapter 1 attendance area
Head Start	Child living in poverty or in AFDC family
Head Start—HUD	Child living in public housing

Services Provided by Early Childhood Programs

This section lists the services provided by key early childhood programs, sorted by the program objective and type of service provided. The table reflects responses to our questionnaire as well as our analysis of data from the Catalog of Federal Domestic Assistance.

Table 5.1: Services Provided by Key Early Childhood Programs

Program name	CFDA early childhood objective	Education/ child development	Child care
Abandoned Infants	Child abuse/ neglect prevention	Yes	Yes
Child Abuse and Neglect State Grants	Child abuse/ neglect prevention	Yes	Yes
Child Abuse and Neglect State Prevention Grants	Child abuse/ neglect prevention	Yes	Yes
Emergency Protection Grants—Substance Abuse	Child abuse/ neglect prevention	No	Yes
Temporary Child Care and Crisis Nurseries	Child abuse/ neglect prevention	No	Yes
AFDC/JOBS Child Care	Child care	Yes	Yes
AFDC Transitional Child Care	Child care	Yes	Yes
Appalachian Child Development	Child care	Yes	Yes
At-Risk Child Care	Child care	Yes	Yes
Child Care and Development Block Grant	Child care	Yes	Yes
Head Start—HUD	Child care	Yes	Yes
Title XX	Child care	Yes	Yes
Job Corps	Child care/ education	Yes	Yes
Comprehensive Child Development Centers	Comprehensive services	Yes	Yes
Comprehensive Residential Drug Treatment Projects	Comprehensive services	Yes	Yes
Head Start	Comprehensive services	Yes	Yes
Bilingual Education	Education	Yes	No
Chapter 1	Education	Yes	No
Chapter 1, ESEA Handicapped	Education	[a]	[a]
Chapter 2, State Block Grants	Education	Yes	No
Education for Homeless Children and Youth	Education	Yes	Yes

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Temporary care	Respite care	Direct health services	Health referral	Dental services	Speech/ hearing assessment	Screening for disability	Direct social services	Social services referral	Parental involvement
No	Yes	Yes	Yes	No	No	Yes	Yes	Yes	Yes
Yes	Yes	Yes	Yes	[a]	[a]	[a]	Yes	Yes	Yes
No	Yes	Yes	Yes	[a]	[a]	[a]	Yes	Yes	Yes
Yes	Yes	No	Yes	No	No	Yes	Yes	Yes	No
Yes	Yes	No	Yes	No	No	No	Yes	Yes	Yes
[a]	[a]	[a]	[a]	[a]	[a]	[a]	[a]	[a]	[b]
[a]	[a]	[a]	[a]	[a]	[a]	[a]	[a]	[a]	[b]
No	No	No	No	Yes	No	No	No	No	Yes
[a]	[a]	[a]	[a]	[a]	[a]	[a]	[a]	[a]	[b]
[a]	[a]	[a]	[a]	[a]	[a]	[a]	[a]	[a]	[b]
Yes	Yes	No	Yes	No	No	No	No	Yes	No
Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes
No	No	No	Yes	No	No	No	No	Yes	Yes
No	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
No	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
No	No	No	Yes	No	Yes	Yes	No	Yes	Yes
No	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
[a]	[a]	[a]	[a]	[a]	[a]	[a]	[a]	[a]	[a]
No	No	[a]	[a]	[a]	[a]	[a]	[a]	[a]	[a]
Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes

(continued)

Program name	CFDA early childhood objective	Education/ child development	Child care
Family and Child Education	Education	Yes	Yes
Follow Through	Education	Yes	Yes
Migrant Education—Basic State Formula Grant Program	Education	Yes	Yes
Native Hawaiian Family Based Education Centers	Education	Yes	Yes
Native Hawaiian Special Education	Education	Yes	Yes
Services for Children with Deaf-Blindness	Education	Yes	Yes
Special Education—State Grants (Part B)	Education	Yes	No
Special Education—Preschool Grants (Section 619)	Education	Yes	No
Family Resource and Support[c]	Family services	Yes	Yes
Special Education—Infants and Toddlers (Part H)	Family services—education	Yes	No
Even Start Family Literacy	Family services—education	Yes	Yes
Even Start—Indian Tribes and Tribal Organizations	Family services—education	Yes	Yes
Even Start—Migrant Education	Family services—education	Yes	Yes

Temporary care	Respite care	Direct health services	Health referral	Dental services	Speech/ hearing assessment	Screening for disability	Direct social services	Social services referral	Parental involvement
Yes	No	No	Yes	Yes	Yes	Yes	No	Yes	Yes
No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
No	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
No	Yes	Yes	Yes	No	Yes	Yes	No	Yes	Yes
[a]	No	No	Yes	No	Yes	Yes	No	Yes	Yes
No	Yes	No	Yes	No	Yes	Yes	No	Yes	Yes
No	No	No	Yes	No	Yes	Yes	Yes	Yes	Yes
No	No	No	Yes	No	Yes	Yes	Yes	Yes	Yes
Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
No	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes
Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
No	Yes	No	Yes	No	Yes	Yes	Yes	Yes	Yes

[a]Data not available.

[b]Program may provide this service, but data are not available.

[c]Program did not exist in FFY 1992; data are from FFY 1993.

Objectives, Scope, and Methodology

The objectives of this fact sheet are to provide you with the following information on the federally funded early childhood programs:[16]

- the total number of federally funded programs in fiscal years 1992 and 1993 providing education or child care to children including those that provide education or care as an allowable activity or that support the provision of education or care;
- the 1992 budget authority for key programs—that is, programs for which early childhood education or care is key to the mission of the program;
- the number of children these key programs served in fiscal year 1992;
- eligibility criteria for key programs in 1992; and
- differences in services across key programs in 1992.

To address your questions, we

- conducted a computerized search of all early childhood programs in the Catalog of Federal Domestic Assistance;
- reviewed the literature on early childhood programs; and
- surveyed officials from key programs.

Review of Catalog of Federal Domestic Assistance

We conducted a database search of the automatic Catalog of Federal Domestic Assistance to obtain the list of early childhood programs. This database includes all federal domestic programs as of fall 1993. The catalog includes information on the objectives of each program. We analyzed these objectives to determine the programs for which education or care were key to their mission.

Review of Literature on Early Childhood Programs

We reviewed Congressional Research Service reports, previous GAO reports, and other reports on early childhood programs. From this literature, we supplemented the list of programs that provide education and or child care to children below age 5.

Survey of Program Officials

We developed a data collection instrument to survey officials of the 34 key program to determine the number of children from birth through age 5 served and the budget authority, eligibility criteria, and services provided.

[16]In response to your request, we define early childhood programs in this fact sheet as those providing early childhood education or child care for children from birth through age 5. We do not examine programs that provide only health, nutrition, or other noneducation or care services to young children.

While some of the 34 programs prescribed the types of services funded or provided, many of the programs allowed for a range of services and did not explicitly specify that the service be provided. Further, programs varied in the intensity of the services provided. For example, programs that funded or provided parental involvement services either provided intensive services for many hours a week or merely allowed parents to be involved with the program a few hours a month. Information on the intensity of the services was beyond the purview of this study.

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